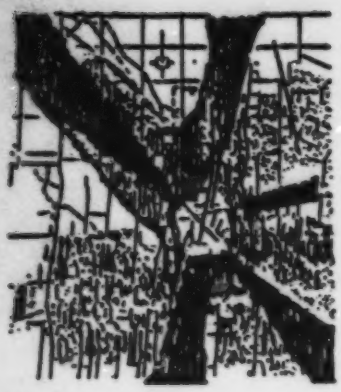

REPORT AND RECOMMENDATIONS

THE ADVISORY COMMITTEE FOR THE PROTECTION OF THE WINNIPEG INTERNATIONAL AIRPORT.

JULY 1990.

**THE ADVISORY COMMITTEE
FOR THE PROTECTION OF
THE WINNIPEG INTERNATIONAL AIRPORT**

July 26, 1990

Honourable Gerry Ducharme
Minister of Urban Affairs
Province of Manitoba
317 Legislative Building
Winnipeg, Manitoba
R3C 0V8

Dear Mr. Minister:

In January of this year, the Government of Manitoba established an Advisory Committee for the Protection of the Winnipeg International Airport with the following mandate:

- To review existing land use policies and develop mechanisms by which land uses would be regulated; firstly, to ensure that only compatible land uses locate around the Winnipeg International Airport so that the use, enjoyment and security of the surrounding property is not jeopardized by normal airport operations; secondly to ensure that the airport can continue to function efficiently and properly in order to protect the sizable public investment in the airport facility.

- To submit a written report and recommendations on the committee's findings to the Minister of Urban Affairs in May of 1990.

. . . 2

The Advisory Committee has completed its review and has the honour of presenting to you its report and recommendations.

Respectfully submitted,

Claudette Toupin (Chairperson)
Manitoba Urban Affairs

F.L. (Lynn) Bishop
Winnipeg International Airport

Roy P. Darke
City of Winnipeg

Rolly Savoie
Manitoba Highways
& Transportation

Peter Mah
Manitoba Rural Development

Harold J. Bell
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George Elliot
Winnipeg Chamber of Commerce

Donna Kagan
St. James-Assiniboia
Chamber of Commerce

George Chapman, Q.C.
Resident Representative

John Stewart
Rural Municipality of Rosser

cc: Honourable Albert Driedger
Minister of Highways and Transportation

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OF THE WINNIPEG INTERNATIONAL AIRPORT

July, 1990

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1.0 INTRODUCTION

In 1989, the Government of Manitoba became concerned that certain proposed developments near the Winnipeg International Airport might jeopardize the operation of this airport facilty. Subsequently, the Minister of Urban Affairs, the Honourable Gerald Ducharme and the Minister of Highways and Transportation, the Honourable Albert Driedger, created an advisory committee to review existing land use policies and mechanisms. The committee was asked to advise the Province as to ways compatible land uses could be maintained to ensure the efficient functioning of the airport on a 24 hour basis and to minimize the effects of airport operations on neighbouring lands.

2.0 THE WINNIPEG INTERNATIONAL AIRPORT

The Winnipeg International Airport, completely owned and operated by Transport Canada, is the oldest international airport in Canada. The airport site is within the urban limits of the City of Winnipeg, in the community of St. James-Assiniboia, and is adjacent to the Rural Municipality of Rosser. The airport covers a total of 1740 hectares (4,300 acres) and is approximately seven kilometers northwest of the central downtown business area of the city. (See enclosed map.) The airport is the seventh busiest airport in Canada providing both Winnipeg and Manitoba residents access to a transcontinental and international transportation network. Winnipeg also serves the general aviation and military sectors, with the military landings/takeoffs comprising the highest level of activity of any mixed civilian/military airport in Canada.

The present airport has three major runways running north/south, east/west and north-west/south-east. Long-range plans exist to shift the major runways northward to provide some measure of noise relief to existing neighbourhoods to the south (Silver Heights/River Heights). (See enclosed map.)

Within the boundaries of the airport, commercial aviation development has occurred on three separate areas of the airport. The original and largest segment which includes the terminal and commercial aviation activities exists on the east side of the airport. Development of additional commercial air cargo operations is being negotiated at this time.

The south side has been designated as the general aviation area. It is well suited for small hangar lot development including aircraft tie-down, parking and fuelling. Private investments, customs clearances, flight service station facilities and weather briefing services are scheduled to be relocated from the air terminal building complex to this area in direct support of the principal users in 1990.

The west side of the airport has seen the construction of two Air Canada maintenance hangars. There is adequate land available within this hangar development area to occupy the proposed relocation of air-carrier type commercial operations from the east side and a future Transport Canada maintenance complex.

The Department of National Defence operations and the new Air Command Headquarters are located in the southwest corner of the airport and occupy approximately 13 percent of the total airport land.

The following non-aviation developments are under active consideration within the boundaries of the airport: an on-site office/warehouse complex, a hotel, a gas bar/garage, a commercial park near Wellington and Ferry Road, a west side commercial area and a parking structure.

Existing adjacent land uses to the south, east and north east of the airport are under the jurisdiction of the City of Winnipeg. They are primarily residential in nature, particularly under the flight paths of the approaches to runways 18, 31 and 36. Pockets of industrial land are found immediately south-west, south-east and north-east of the airport. (See enclosed map for detail.)

Areas immediately to the north and north-west of the airport are under the jurisdiction of the Rural Municipality of Rosser. Most of the lands within Rosser's jurisdiction which lie under existing and proposed approach areas are designated agricultural except for lands immediately north of the airport which are designated for highway commercial uses.

3.0 AREAS OF CONCERN

The location of the Winnipeg International Airport within the urban fabric of the City of Winnipeg has created a set of opportunities and constraints that if not managed properly, may affect the future of the airport and the City of Winnipeg. The following summarizes the various concerns relating to the Winnipeg International Airport.

3.1 Aircraft Noise

One of the principal concerns of land users in the vicinity of the Winnipeg International Airport is the noise levels generated during airport operations. Transport Canada has developed a system called the noise exposure forecast (NEF) to reflect people's tolerance of aircraft noise. NEFs are based on plane types and the noise they make, runway locations, flight paths and the time of day, frequency and number of take-offs and landings. People may start to object to noise at the 25 NEF line but usually find it a major annoyance at 35 NEF.

Aircraft noise in Canada is governed by Air Regulations and Air Navigation Orders contained in the Consolidated Regulations of Canada. These state that aircraft operating from noise restricted runways must, at minimum, comply with noise emission standards published in the International Standards and Recommended Practices - Aircraft Noise, ICAO Annex 16. At Winnipeg, runways 13 and 18 are designated as noise restricted for departures and runways 31 and 36 are noise restricted for landings. This is designed to limit noise levels within the area to the south and southeast of the airport. The 30 NEF contours for the existing runway configuration for the Winnipeg International Airport are illustrated on the attached map.

3.2 Safety

Another concern of residents in close proximity to the Winnipeg International Airport is the question of safety. Studies of the "apparent" risk associated with living near an airport attribute the fear expressed by residents to be their reaction to aircraft noise and in part, to a lack of real appreciation of the technical sophistication and stringent safeguards that are a part of aviation operations today. Other safety concerns relate to the storage of fuel at the airport and the increased volume of both aircraft and motor vehicle traffic accessing the airport via routes over or through the residential areas.

Like the residents, safety is also a major concern of the Winnipeg International Airport. Since aircraft in the vicinity of airports are continually taking off and landing on the runways, it is imperative that no ground object interfere with the process as a result of its height exceeding the flight path altitude. Birds and aircraft are potential hazards to each other. Since bird movements cannot be controlled, it is necessary to ensure that any attraction of an area to birds is minimized as much as possible. Some buildings or developments may affect the sensitive electronic equipment which guides and facilitates communication with planes. Some industries may generate a lot of smoke, dust or steam which could hamper a planes take-off or landing.

3.3 Incompatible Land Uses

The Winnipeg International Airport and Transport Canada have expressed concern that high density development and intense residential development within approach areas may adversely impinge upon the airport's operation. Such development could unnecessarily expose large numbers of people to higher noise levels and give rise to significant complaints and demands to restrict operations at the airport.

Residential development within approach areas may subject area residents to excessive aircraft noise. Area residents complain about the noise associated with airport activities. These complaints may force the airport to curtail and possibly relocate its operations.

In the last ten years the airport has seen developments adjacent to the airport that might compromise its effective functioning. To the north of the airport, north of Inkster boulevard, single family dwellings have been built within the very high 40 NEF noise contour projections. To the south, an eleven storey apartment complex has been approved for construction at the 35 NEF contour. A proposal to develop 4,800 dwelling units west of the airport, north of Saskatchewan Avenue and west of Sturgeon Road is being discussed at the City of Winnipeg.

3.4 Protection of the Airport's Operations as a Major Economic Generator

From an economic-development perspective, the operations of the Winnipeg International Airport are critically important to the City of Winnipeg and the Province of Manitoba. Its central geographic location and twenty-four hour operation are important to business. Equally important is its passenger connection capability. These benefits would be lost if incompatible development around the airport caused the restriction of airport operations and possibly its relocation.

The following stated facts and statistics are sourced from the Economic Impact Study of the Winnipeg International Airport completed by the Transport Institute, University of Manitoba, in August, 1989. They highlight the economic impacts of the airport on Winnipeg and Manitoba.

- The revenue/sales associated with Winnipeg Airport business, government services and airport operations place the Winnipeg International Airport 224th in the Financial Post's 500 largest industrial firms in Canada.

- The total employment impact of the Winnipeg Airport is 9,238 person-years which includes 5,543 jobs that are directly airport-related, 286 associated with new airport construction, and the rest of the jobs caused by the economic multiplier effect.

- Earnings made by airport-related employees represent approximately 1.6 percent of Manitoba's total labour income and the labour income is equivalent to $608.67 per week higher than for every industrial sector in Manitoba, except mining.

- The Winnipeg International Airport contributes $430.4 million to the provincial GDP in terms of direct, indirect and induced economic activity. Consequently, $2.12 of every $100 of provincial GDP originates from the Winnipeg Airport.

- The Winnipeg Airport has a significant impact on Winnipeg's convention industry. Expenditures by delegates arriving by air has been estimated at $25.5 million.

- Because Winnipeg is located relatively far from other major centres, its airport is essential for business travel. Of the total number of domestic travellers visiting Winnipeg and arriving by air, 55 percent stay in hotels or motels which derive approximately $23.1 million of accommodation revenues from air travellers who contribute annually to the Province of Manitoba through the 12 percent provincial room tax.

- Organizations which service the airport operations have reported paying provincial taxes of $19 million and municipal taxes of $5.5 million.

- Based upon Transport Canada forecasts, direct airport-related employment has been forecast to increase from 5,543 to 7,856 by the year 2000. As well, the revenue/sales output is expected to increase from $406.9 million to $622.1 million.

- Since 1982, public investment at the Winnipeg International Airport has totalled $54 million. Further, public investment of $24 million is planned for the period 1989-91. When completed, the Winnipeg International Airport will be capable of handling all projected passenger growth to the year 2000.

There are many examples of cities allowing residential development adjacent to their airports which resulted in restrictions being placed on flight operations during the midnight to 6:00 a.m. period. Implications of such a restriction for the residents and businesses of Winnipeg and Manitoba include:

- Addition of one day of service to Winnipeg Postal deliveries, with longer delays in more remote areas;

- Elimination of overnight courier services;

- Cancellation or preclusion of late night flights to and from major centres; and

- Substantial reduction in the number of direct flight charters to vacation destinations.

Representing only 3.88% of total movements but contributing 9.22% of total landing and terminal fees, movements during the midnight to 6:00a.m. period represent an important source of revenue to the Winnipeg International Airport and the City of Winnipeg, namely $38.5 million as well as full time employment for 130 employees.

3.5 Urban Growth

A concern expressed by the St. James-Assiniboia community relate to the constraints the airport might have on the future development of that community. St. James-Assiniboia has suffered from lack of growth in the past 20 years. It is the only area in Winnipeg where housing demand exceeds supply. The St. James-Assiniboia Community has endorsed a proposal to develop housing to the north-west of the airport and specifically north of Saskatchewan Avenue and West of Sturgeon Road. In order to combat the effects of an aging population and lack of growth in the past, the community needs room to grow. The area to the northwest of the airport is the only space available for such growth. The community of St. James-Assiniboia would oppose any legislation that restricts residential development in that area.

Further, if land use is to be restricted, in order to protect the Winnipeg International Airport, there would have to be significant input and consultation with the community at large as to the impact of any such regulations and the cost of implementation. The community of St. James - Assiniboia would like to see the Province acquire those privately owned lands where no development whatsoever is to be permitted and compensation paid to those private land owners whose property rights could be adversely affected by airport protection legislation.

4.0 EXISTING LAND USE AND DEVELOPMENT CONTROL MECHANISMS PROTECTING THE WINNIPEG INTERNATIONAL AIRPORT

The viability of the existing airport is premised on there being compatible land use around the Winnipeg International Airport. The first step the Advisory Committee for the Protection of the Winnipeg International Airport undertook was to identify and review existing land use policies that relate to the protection of the Winnipeg International Airport. The following briefly discusses the Committee's findings.

4.1 The Canada Aeronautics Act

Historically, the Federal Government, through The Canada Aeronautics Act and its regulations, has established height and location restrictions for structures within a specified area around the Winnipeg International Airport. The specified area is established through Order-In Council, and is adjusted from time to time, though infrequently. The regulations are to address safety issues and to protect the viability of the Airport operations. The Aeronautics Act empowers the Minister of Transport Canada to prevent the use or development of lands adjacent to, or in the vicinity of an airport or facilities providing aeronautical services, that is, in the opinion of the Minister, incompatible with the operation of an airport. To date, the Minister has been reluctant to invoke such powers.

The current Transport Canada planning guidelines for the use of land outside the airport boundary outline the land use requirements from a safety and security viewpoint both inside and outside the airport. It specifically references technical items such as obstacle limitation, protection of electronic and telecommunications systems, bird hazards, and reduction to visibility. Note, these guidelines are not contained in any City of Winnipeg by-law or Provincial legislation.

Recent development projects within the aircraft approach zones of the Winnipeg International Airport have emphasized the need to reach an agreement with municipal and provincial governments respecting planning, subdivision and zoning policies which may be incompatible with the use and development of the Winnipeg International Airport.

4.2 The City of Winnipeg - Plan Winnipeg Policies

Transport Canada's interests in land use adjacent to the airport within the City of Winnipeg are presently protected through existing by-laws and zoning regulations as well as through a general policy statement in Plan Winnipeg - The City of Winnipeg's development plan by-law No. 2960/81.

The Development Examination Branch of the Department of Environmental Planning presently contacts the Department of Transport in Winnipeg whenever applications for construction within the specified area are requested, in order to ascertain whether or not the proposed development meets the Federal Government/Department of Transport height limitations. These Federal Government regulations, under The Aeronautics Act, are enforced by the Royal Canadian Mounted Police.

Plan Winnipeg contains the following policy:

SECTION: ENVIRONMENTAL MANAGEMENT
SUBJECT: DEVELOPMENT RESTRICTIONS IN AIRPORT VICINITY

20(1) **POLICY**
The City shall co-operate with the federal authorities in the implementation of Federal regulations designed to protect the current and future operation of the Winnipeg International Airport.

OBJECTIVE
To protect the operations of the Winnipeg International Airport from potential hazards.

Policy 20 (1) is linked to the Federal regulations applied by the Department of Transport and discussed previously. The intent of Policy 20 is to protect the airport from "potential hazards" only and does not mention "nuisances". There is a need for Plan Winnipeg to contain a policy which deals with the noise impacts arising from airport operations. The following is a policy proposed by the Department of Environment Planning in its final report on Plan Winnipeg. This policy was never adopted by the City of Winnipeg Council.

SUBJECT: AIRPORT NOISE IMPACTS ON FUTURE RESIDENTIAL DEVELOPMENT

POLICY:
The City shall direct future residential development away from areas seriously impacted by noise from airport operations through the designation of Suburban Residential Policy Areas.

OBJECTIVE:
To protect future suburban neighbourhoods from the noise impacts arising from airport operations.

IMPLICATIONS:

Term: Ongoing

Program: Designated Suburban Residential Policy Areas shall reflect restrictions on new development made necessary by the intrusion of aircraft noise from Winnipeg International Airport. These limits are determined by the noise level projections (NEF contours) developed as part of the Winnipeg Area Airports System Study undertaken by the Ministry of Transport.

Cost: No incremental cost to the city.

4.3 The South Interlake Planning District Policies

The planning of lands to the north and northwest of the airport boundaries fall under the jurisdiction of the South Interlake Planning District, of which the Rural Municipality of Rosser is a part. Transport Canada prepared a compatible land use study for the Winnipeg International Airport and this information has been worked into the South Interlake Planning District Development Plan.

The Plan includes the following objectives and policies under **Section I: Airports.**

"2.0 OBJECTIVES

The objective of the District with respect to airports are:

2.1 To minimize existing and future conflicts between aircraft operations and surrounding uses of land.

2.2 To establish and maintain a close working liaison with Transport Canada officials with regard to licensed airports in the District.

2.3 To ensure the safety of aircraft and protection of landing aids and other airport facilities within and adjacent to the District and to make accommodations for their future expansion."

"3.0 POLICIES

To fulfill the objectives expressed above, the following policies shall be applied.

3.1 The District Board adopt the land use guidelines with respect to aircraft noise forecast zones and bird hazard areas as outlined in Transport Canada's report to the District Board.

3.2 The District Board may refer applications for subdivision approval and/or land use changes to Transport Canada for all lands within the Perimeter Highway in the R.M. of Rosser.

3.3 Development and/or building permits may be referred to Transport Canada, for lands within the Perimeter Highway in the R.M. of Rosser, prior to being approved."

"4.0 IMPLEMENTATION

The objectives and policies of the District with respect to airports and airplane operations shall be implemented through:

4.1 Zoning by-laws.
4.2 Subdivision control procedures.
4.3 Development agreements.
4.4 The issuance of development permits."

4.4 The Rural Municipality of Rosser Zoning By-law

The Rural Municipality of Rosser has demonstrated a great deal of commitment to the protection of the Winnipeg International Airport by adopting and enforcing a comprehensive zoning by-law which designates the majority of lands adjacent to the airport "agricultural/rural". Open farmland represents the most compatible use. It also offers additional room for future airport expansion as well as providing air space through which increasing volumes of air traffic may be directed without concern for obstructions, interference with navigational aids or complaints due to aircraft noise.

Exceptions noted are lands near the Inkster and Brookside Boulevard junction which are designated either as "Recreational Area" or, "Highway Commercial Area" in the South Interlake Planning District Development Plan By-law 2/83. These designations provide for general recreational uses (eg. Little Mountain Park) and highway commercial/truck terminal type uses which are viewed as uses generally compatible with airport uses.

Provisions in the R.M. of Rosser Zoning By-law No. 4-85 which provide a measure of protection to the Winnipeg International Airport can be summarized as follows:

ZONING

- Agricultural Zoning
  Agricultural or "AL", Limited Agricultural Zones which maintains farm and non-intensive land uses in the rural area. (Again, exceptions are noted for areas zoned for open space/recreation & highway-commercial/ trucking uses; but this zoning is still preferable than residential zoning.)

- Specific regulations near Airports governing location of buildings and structures near licensed air landing strips such as provision 10 of Section V - Agricultural Zone.

  "10. All buildings and structures, when being located in close proximity to licensed air landing strips, whether on the same property or adjoining property, shall be governed by the recommended Transport Canada regulations."

- Height Restrictions in the Agricultural Zones generally provide for a maximum height of 30 feet except for grain elevators which have a maximum permitted height of 75 feet. Maximum height restrictions in the "CH" Highway Commercial Zone and "O" Open Space Zone are 35 feet and 30 feet, respectively. It should be noted, however, that the zoning by-law exempts from these restrictions any ornamental dome, chimney, tower, electrical or telephone, transmission line, television or radio mast, steeple, water storage tank, electrical apparatus or the mechanical operations of a building.

- The zoning by-law does provide an overriding provision whereby the highest standard or restriction shall govern. Provision 16.(2) of Section II, Administration provides that:

  "16.(2) Whenever provisions of any by-law of the R.M. of Rosser or any other requirement of the Provincial or Federal Government impose overlapping regulations over the use of land or buildings or bulk requirements or contain any restrictions covering any of the same subject matter contained herein, the most restrictive or highest standard shall govern."

SUBDIVISION

- Generally, any subdivision application located adjacent to airports, within glide paths or adjacent to non-direction beacon towers must be circulated to Transport Canada for comment by the Subdivision Approving Authority.

CONDITIONS OF DEVELOPMENT APPROVAL

- As a condition of approval, local authorities may require a development agreement which may among other provisions, provide for a caveat to be registered on land titles advising prospective tenants/owners of the potential impact of aircraft noise and activity.

- Council may also require special noise attentuation measures (eg. noise insulation) to be incorporated into the building design as a condition of development approval.

CONSULTATION

- It is expected that consultation with Transport Canada would also take place for proposed amendments to development plans and zoning by-laws in the vicinity of the Winnipeg Airport. Transport Canada could advise of any potential impacts on airport facilities from changes in land use, proposed developments and buildings as well as any recommended mitigating measures.

The neighbouring planning jurisdictions such as the Selkirk and District Planning Area and Rural Municipalities adjacent to the City of Winnipeg (eg. R.M. of Cartier) have general policies which, although not specific to the Winnipeg Airport, do provide some policy guidance. In general, such policies call for the adoption of land use regulations adjacent to licensed airports in order to minimize existing conflicts and to eliminate future conflicts.

5.0 LAND USE AND DEVELOPMENT CONTROLS IN THE VICINITY OF AIRPORTS - OUTSIDE OF MANITOBA

Land use and the extent and nature of development in the vicinity of airports seem to be controlled by Provinces and Municipalities in one or more of the following ways:

5.1 By Municipal Zoning By-laws

Municipal zoning by-laws if and when adopted, have traditionally restricted the use of land and the height of buildings and structures outside the airport boundary in order to minimize the impact of an airport operation on the occupants of adjacent lands.

The primary concerns have been concentrated upon noise levels as they may affect occupants of dwellings and institutional buildings in particular and upon allowable height limits designed to minimize interference with aircraft and aircraft guidance technology and assure the safety of the population and buildings particularly with respect to the arrival and departure aspects of a flight. It should be noted that municipal height zoning restrictions are secondary to the federal height restrictions contained in The Aeronautics Act and would only come into play if they were more stringent than the federal restrictions.

In recent years, a number of municipalities have amended their zoning legislation in order to establish special land use classifications and regulations intended to control undeveloped lands potentially affected or affecting the operations of an airport or to superimpose or overlay additional land use classification and regulations over existing land zones adjacent to an airport. The zoning by-laws in North York, Regina and St. John's contain such regulations.

5.2 By Provincial Regulation

Alberta is the only province in Canada which regulates land use in the vicinity of airports. In 1980, the Government of Alberta added a provision in the Alberta Planning Act enabling the Lieutenant Governor in Council to establish airport vicinity protection areas by regulation. The regulation prescribes with respect to an airport vicinity protection area:

- land uses in any part of the area having regard to noise generated by aircraft,

- developments that are permitted, conditionally permitted or prohibited in any part of the area, or

- the maximum heights, the bulk, material and orientation of buildings and any other development that may be permitted in any part of the area.

Supplementing the provisions in the act are the Airport Vicinity Protection Area General Regulations (Alta. Regulation 291/75) dealing with the procedural requirements for the establishment of Airport Vicinity Protection Area plans for specific airports.

Simply, an Airport Vicinity Protection Area is a provincially-enacted regulation designed to recognize the airport as being a major component of the provincial transportation system, and as having land use planning implications over a wide adjacent area. Through the controls exercised in the regulation, the future development of the airport and surrounding lands will take place with a view to ensure a suitable relationship is maintained between both.

An Airport Vicinity Protection regulation is prepared by Alberta Municipal Affairs, a Regional Planning Commission, and/or an interested municipality Each regulation is based on current local land use by-laws and the following factors: Transport Canada's noise exposure forecast contours, federal structural height limits, bird hazards, electronic facilities protection, and restrictions to visibility. The local government reviews the draft regulation and a public meeting is held before it is sent to the Alberta Planning Board. This board may hold public hearings and then sends the regulation to cabinet for final approval.

Upon the enactment of a specific Airport Vicinity Protection Area regulation, the municipalities amend their local land use by-laws and plans to incorporate the regulation. Subsequently, only developments that conform with the provisions of the regulation may be approved by the municipality.

To date, Alberta has enacted Airport Vicinity Protection Area Regulations applicable to 35 municipal airports and have received a considerable number of requests from municipalities to establish these regulations for their local airports. Many of these requests are being worked on by Alberta's Regional Planning Commissions and Municipal Affairs.

NOTE: The Province of Manitoba has discussed the preparation of an aerodrome protection policy to be included in the Provincial Land Use Policies (Manitoba Regulation 480/88R) under The Planning Act. The purposes of the policy would be to achieve and maintain compatibility of land use in the vicinity of aerodromes and to ensure that a harmonious relationship can exist between aerodromes and adjacent businesses and communities. The policy has yet to be reviewed by the Provincial Land Use Committee of Cabinet.

6.0 RECOMMENDATIONS

The Advisory Committee for the Protection of the Winnipeg International Airport, having given careful consideration to the matters outlined in its terms of reference respectfully submit the following recommendations for the consideration of the Honourable Minister of Urban Affairs.

The Importance of the Winnipeg International Airport

1. That all Governments and the business communities of Winnipeg and Manitoba affirm their recognition of the need to protect the long-term economic viability of the Winnipeg International Airport.

2. That efforts to resolve the issue of compatability of land uses in the vicinity of the airport or within existing and proposed flight approaches continue to be a high priority of Transport Canada, the City of Winnipeg, the R.M. of Rosser and the South Interlake Planning District.

3. That Transport Canada, in consultation with the City of Winnipeg, representatives of affected communities and the business community, develop a high level of information exchange. This would be designed to avoid complaints or concerns which would result in restrictions impacting upon the capacity of the Winnipeg International Airport to continue to operate on a 24 hour basis.

The Control of Land Use and Development

4. That the forthcoming Plan Winnipeg Review by the City of Winnipeg give serious consideration to the strengthening of the policies, objectives and programs designed to ensure only compatible land uses in the vicinity of the Winnipeg International Airport.

5. That any review of Plan Winnipeg give consideration to the relationship of the Winnipeg International Airport to the commercial, industrial and residential development possibilities for the surrounding communities with particular attention to St. James-Assiniboia.

6. That the City of Winnipeg review its zoning by-laws in order to upgrade, if possible, any regulations and requirements designed to assure the maximum degree of compatability and protection in flight approach zones and with existing or proposed developments in close proximity to the airport.

7. That the R.M. of Rosser and the South Interlake Planning District continue to uphold the current policies related to agricultural lands and the restrictions on lands for incompatible non commercial purposes within the flight approaches.

8. That other municipalities and planning districts in the vicinity of Winnipeg which may be influenced by existing and future airport operations adopt the land use policies and approach toward maximization of land use compatability similar to that demonstrated by the R.M. of Rosser and the South Interlake Planning District.

9. That the Province of Manitoba develop a Provincial Land Use Policy with respect to all airports in Manitoba in order that the future of these airports might be considered in relation to stated goals and objectives for the future social, physical, environmental and economic development of municipalities in the vicinity of airports.

10. That the Province of Manitoba give serious consideration to the implementation of legislation similar to the Province of Alberta Airport Vicinity Protection Area legislation to be applied to all classes of airports in Manitoba. The Province of Manitoba should confirm with the Federal Government if it has jurisdiction to regulate land use and development in the vicinity of airports.

11. That the public be involved in the formulation and review of any proposed policy, legislation, and regulations relating to airport protection.

12. That Governments, in the development of land use controls and regulations designed to protect the integrity of the Winnipeg International Airport and the rural and residential areas in the vicinity, be cognizant of the need to balance public and private interests.

13. That the design of new land use controls and regulations should respect property ownership rights and protect municipal authorities from involvement in matters related to enforcement, liability and potential claims for compensation.

Public Participation and Consultation

14. That procedures to alert potential purchasers or developers of property affected by airport operations by such means as regulations, caveats, and land use controls be developed in cooperation with the Winnipeg Real Estate Board, The Law Society of Manitoba, and similar organizations.

15. That a Public Education program to alert prospective home and property purchasers of potential aircraft noise, zoning and building conditions be designed and implemented. It should also be designed to inform concerned citizens of:

    (a) the role and importance of the continued 24 hour operation of the Winnipeg International Airport to the economy of the city and the Province of Manitoba, and

    (b) the airport safety, protection and noise control measures and pollution control standards being employed to minimize negative impacts of airport operations in the vicinity of residential neighbourhoods.

16. That Transport Canada, the City of Winnipeg, the Rural Municipality of Rosser and the Province of Manitoba assure a high level of communication with concerned citizens with respect to any new regulations, controls, zoning, development within the airport boundaries or changes in airport operations which may impact upon the community.

17. That the production of periodic brochures or publications for distribution to the general public be considered as a component of any public education and communication programs.

18. That the proposed programs of public education and communication include a high level of participation by resident and business community representatives and be the subject of a tri-level Government funding arrangement.

19. That the City of Winnipeg, the Rural Municipality of Rosser and Transport Canada continue to cooperate in the notification of applicants for zoning, subdivision and development approvals of applicable regulations and restrictions relative to the site in question.

20. That any new regulations should anticipate the use of new building technology in the case of infill and retrofitting relative to individual properties within fully developed communities.

Other Methods for Protection of the Community

21. That the appropriate authorities be directed to eliminate or control any pollutants or spillage on airport properties and their flow into creeks draining the airport site to the Assiniboine River.

22. That Transport Canada continue to work with airport users toward the reduction of aircraft noise as it affects residential areas in the vicinity of the airport, and consistent with international standards for aviation safety.

23. That Transport Canada and relevant Governments give further study to the use of the following additional methods whereby the capacity of the Winnipeg International Airport to develop in the future might be reserved:

    (a) caveats where warranted and applicable as conditions allow;

    (b) development agreements designed to allow interim uses subject to certain restrictions when future airport development warrants;

    (c) land acquisition where the public interest prevails;

    (d) development of a master plan for road access to the airport and with special consideration given to avoidance of impact on a neighbourhood residential street system. Such a plan should delineate jurisdiction and responsibility for the development, regulation and maintenance of such roads.

    (e) the closing of Selkirk Avenue between Brookside and Sturgeon Road.

APPENDIX: CONCERNS AND SUGGESTED RECOMMENDATIONS

EXPRESSED BY INDIVIDUAL MEMBERS OF THE ADVISORY COMMITTEE

Section 3.0 summarizes areas of concern in a general fashion. In preparing the report, each member of the advisory committee was asked to identify their particular concerns and suggest ways these could be addressed. This appendix outlines these specific concerns and recommendations.

A. WINNIPEG INTERNATIONAL AIRPORT

Concerns

The principles and choices involved in the protection and development of an airport often boils down to a working level of consultation, negotiation and finally, agreement between all parties. For the Winnipeg International Airport, this would translate into protection of the commercial and operational viability of the airport now, based on an unrestricted 24 hour operation and in the future with adequate environmental rules to sustain our relative economic stature in the community and North America.

Suggested Recommendations

That legislation be drafted to establish an Airport Vicinity Protection Area for the Winnipeg International Airport.

That the boundaries of the protection area include all land consistent with those areas identified in registered airport zoning, limiting the vertical height of any development proposed on land included in the protection area.

That the NEF Forecast Areas be used to include all land situated within the 30, 35 and 40 NEF areas and to include the development of the future parallel runway (13 left/31 right).

That the area include all land situated under the takeoff/approach surfaces, the transitional surfaces and the basic strip.

That regulations be drafted to provide for a zoning scheme to include the preferred uses of land and buildings, and height restrictions.

That the regulations be binding on all and any of the following:

i) A Regional or Municipal Planning Commission;
ii) A Provincial Planning Board or Provincial Planning Director involved in jurisdiction over land included in a Protection Area;
iii) A local authority of a municipality or development appeal board.

These recommendations would support the existing zoning protection and would ensure present and future uncompromised aviation development at the Winnipeg International Airport.

B. THE LOCAL RESIDENTS - THE AIRPORT ADVISORY COMMITTEE ON AIRCRAFT NOISE/ENVIRONMENTAL EXPOSURE

Concerns

There are three principle areas of concern shared by the residents who live in proximity to or within the approach zones to the Winnipeg International Airport.

The first is aircraft noise and its effects upon the residents of the affected areas.

The second is the health implications caused by pollution of water due to the runoff of airport drainage and its impact on the environment and by pollution of the air by aircraft fuel fumes.

The third is safety related to fuel storage at the airport, aircraft flight patterns over residential areas, especially when heavy loads of aircraft fuel are involved and the increased volume of both aircraft and motor vehicle traffic accessing the airport via routes over or through the residential areas.

Suggested Recommendations

Protection of the land around the airport which may require rezoning to protect facilities and the total functioning of the Winnipeg International Airport (ie: land development north of the airport). Long term planning to acquire residential property surrounding the Winnipeg International Airport (southern area) - land banking. Building construction requirements in affected areas - insulation to alleviate aircraft noise disturbance.

Berry and Ferry Streets are potential access routes to the Winnipeg International Airport. Access to the airport at present is inappropriate for present requirements of traffic flow including heavy industrial vehicles. Signage throughout the City could be improved in order to increase awareness of Winnipeg International Airport and its location/access.

Legal obligations of advising future homeowners in the affected areas whether it be noise, pollution, or safety in order to create protection and awareness for the future resident. This could be done through Land Titles using caveats.

The present and long term requirements of the airport tenants should be taken into consideration in regard to future planning in order to continue Winnipeg International Airport's contribution to the growth and development of the City of Winnipeg. This will create better utilization of the existing facilities and a more profitable site. Public consultation should be written into legislation regarding the future of the Winnipeg International Airport.

C. THE WINNIPEG BUSINESS COMMUNITY

Concerns

The Winnipeg Chamber of Commerce has been and continues to be a strong supporter of the Winnipeg International Airport. This support is directly related to the fact that the airport is the business gateway to the city plus the fact that it is a major economic generator for the city. The Chamber is concerned that incompatible residential development within the airport's vicinity might cause restrictions on the airport's operation and consequently long-term negative impacts on the city and business community.

The recently released Economic Development Strategy for Winnipeg, "Winnipeg 2000" included the following statement:

> "A Long-Range Airport Strategy
>
> Winnipeg International Airport is our front door to the world.
>
> From an economic-development perspective, airport operations are critically important to Winnipeg. Our central geographic location and our twenty-four hour airport operation are attractive advantages for many industries.
>
> In addition, the convenience and accessibility of the airport location are important to business. We need to enhance our capability as a major hub for handling cargo. Equally important is our passenger connection capability which needs to be significantly improved."

Suggested Recommendations

Effective land use zoning must be established in high aircraft noise areas adjacent to the Winnipeg International Airport. The land use zoning regulations must establish compatible land uses for the benefit of the Airport, Province, City and business sector.

The future of the airport as an unrestricted facility must be ensured. This can only be done with protective land use zoning for the areas adjacent to the airport and in particular those areas within the 35 NEF - Noise Exposure Forecast.

The long term viability of the Winnipeg International Airport must be protected to ensure that the maximum short and long term benefits are fully realized. This means that the airport must continue to be a facility without restrictions such as curtailed night operations. A restriction would result in the loss of essentially all revenues associated with 24:00 hours - 06:00 hours operations, impeding the Winnipeg International Airport's ability to meet its strategic objectives. For these reasons, a night restriction should not be implemented.

D. THE LOCAL BUSINESS COMMUNITY (ST. JAMES-ASSINIBOIA)

Concerns

The concerns of the business community of St. James-Assiniboia in respect of the proposed legislation are somewhat different to those of the Winnipeg business community.

The local business community recognizes the importance of the airport in its present location to the economy of the City generally and particularly to St. James-Assiniboia. It does not want to have the airport unduly restricted as to hours of operation and types of activity and/or aircraft. Proximity to the airport has benefited the community in the past and will continue to do so in the future, provided the airport is free to perform its function of moving goods and people in an efficient manner. The traffic of local, itinerant and military aircraft and the overhaul and maintenance of those aircraft and the growth of all related industries should be encouraged.

It is recognized that in the past pressures have been brought to bear on the airport authority from various groups attempting to restrict airport operations and to a certain extent those pressures are inevitable given the location of the airport within the City. These pressures increased over the summer of 1989 as a result of runway renovations, which resulted in aircraft departing and arriving over areas of the City unaccustomed to the level of noise inherent in such operations. It was a temporary problem which was solved primarily by the passage of time and completion of the renovations. Ongoing complaints about noise resulting from airport activities are viewed as largely a political problem. The simple fact of the matter is that most people who live and work in St. James-Assiniboia area were or should have been well aware when locating in the area of the proximity to the airport and the flight paths of arriving and departing aircraft.

If airport vicinity protection legislation, similar to Alberta's is enacted, there will be concern as to how that legislation will impact on residential development in the St. James-Assiniboia area and the impact would depend on the content of the regulations enacted pursuant to the legislation. St. James-Assiniboia has suffered from lack of growth in the past 20 years. It is the only area in Winnipeg where housing was built right up to the urban limit line prior to 1970. There has basically been no new residential homes built in our area since that time, except for minor "infill" development. As a result of the lack of new housing, there has been and will continue to be a negative impact on the business community in this area.

The St. James-Assiniboia Chamber of Commerce intends to make representations to the City at such time as Plan Winnipeg is reviewed (scheduled to be within the next 18 months) requesting an amendment to the Plan to allow residential development to the north west of the airport and specifically north of Saskatchewan Avenue and west of Sturgeon Road. In order to combat the effects of an aging population and lack of growth in the past, the community needs room to grow. The area to the northwest of the airport is the only space available for such growth. The business community of St. James-Assiniboia would oppose any legislation that restricts residential development in that area.

Further, if land use is to be restricted, prohibited and further regulated in order to protect the Winnipeg International Airport, there would have to be significant input and consultation with the community at large as to the impact of any such regulations and the cost of implementation.

It would appear that if legislation similar to that enacted in Alberta is promulgated there would be significant cost to the Province in that it is assumed the Province may have to acquire those privately owned lands where no development whatsoever is to be permitted and compensation paid to those private land owners whose property rights could be adversely affected by new airport protection legislation.

Suggested Recommendations

The Province of Manitoba should postpone dealing with the proposed airport vicinity protection legislation until after the review of Plan Winnipeg is completed. In the event the enabling legislation is subsequently passed, whether by amendment to The City of Winnipeg Act or The Planning Act, then there has to be some method whereby the residents and the communities most directly affected would be able to have some input into the regulations after being fully informed as to how the regulations would impact on private property rights in the affected areas.

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Winnipeg International Airport

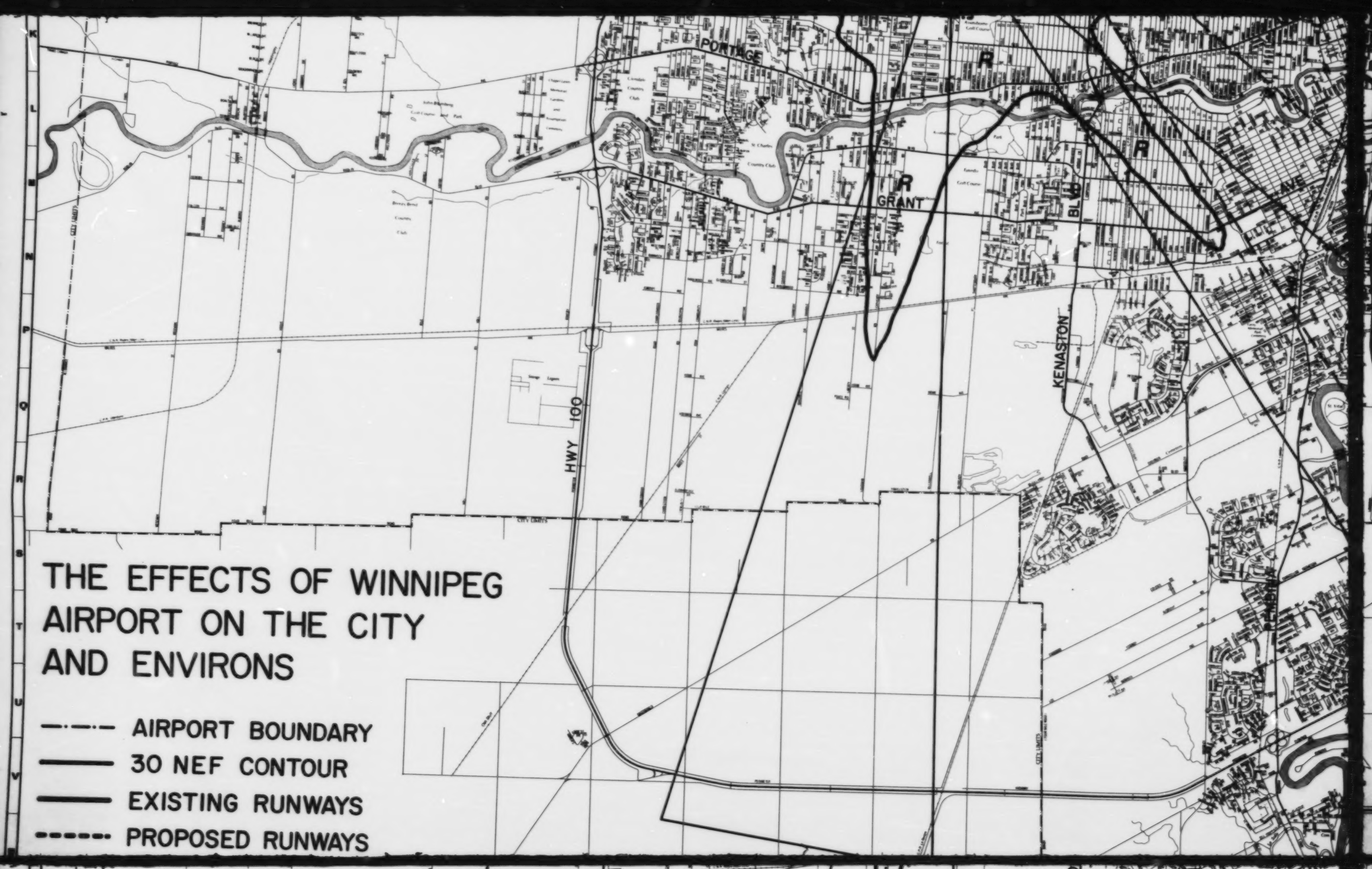
THE EFFECTS OF WINNIPEG AIRPORT ON THE CITY AND ENVIRONS

— · — · — AIRPORT BOUNDARY

——— 30 NEF CONTOUR

——— EXISTING RUNWAYS

- - - - - PROPOSED RUNWAYS



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THE EFFECTS OF WINNIPEG AIRPORT ON THE CITY AND ENVIRONS

- AIRPORT BOUNDARY
- 30 NEF CONTOUR
- EXISTING RUNWAYS
- PROPOSED RUNWAYS
- EXISTING APPROACH AREAS
- PROPOSED APPROACH AREAS

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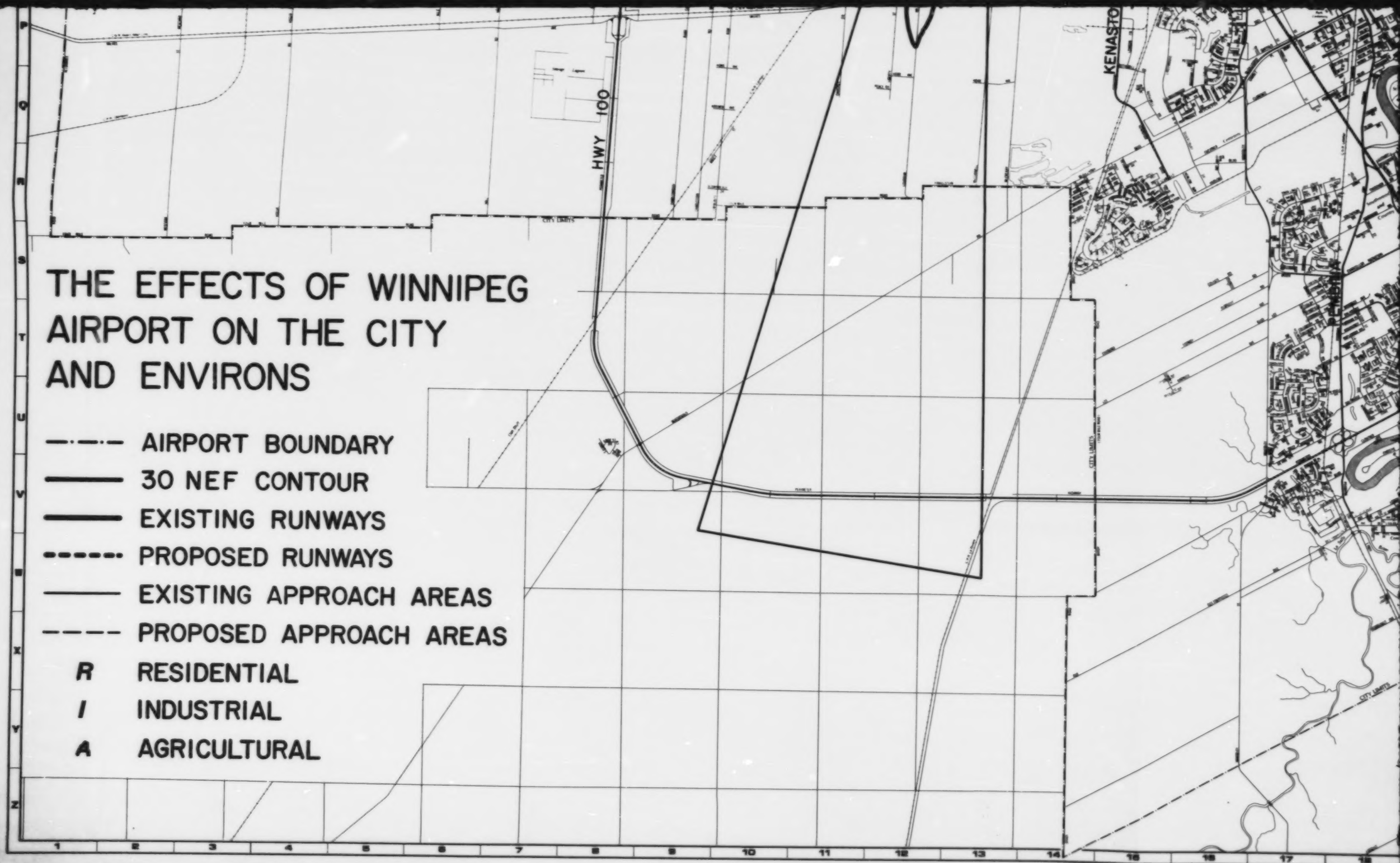

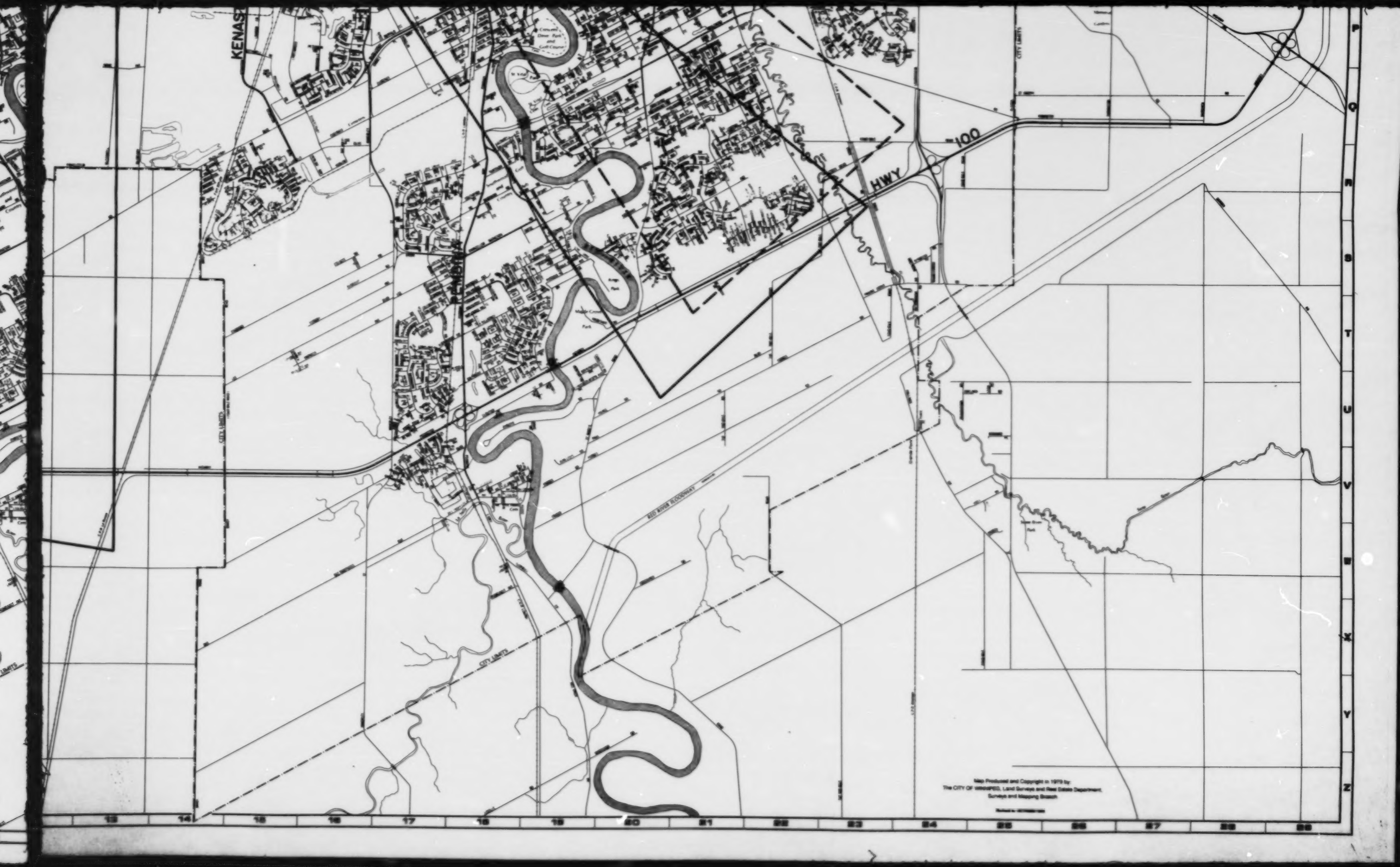
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